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1

371

1947

PALESTINE

File No. 28

Reference:-

PUBLIC RECORD OFFICE

FO 371/61750

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1978

61750

1947

E

PALESTINE

E 28

1 JAN 1947

Registry Number E 28/28/31.

TELEGRAM FROM

No.

Dated

Received in Registry

M. Duff Cooper

Paris

Y02

31 DEC 1946.

1. Jan 1947.

Illegal Immigration (Paris Conference)

Refers #11. Cf 2225 (E12339/7656/31).

Given following as probable French representation, M. BOUSQUET, M. DE ROSEN, M. POIGNANT, M. THIBAUT, M. CREUSOT, COLONEL DELAIRE.

Last Paper.
(12454) 286
E12564/7656/31

References.

(Minutes.)

x 13 Feb. 4

(Print.)

61750

(How disposed of.)

8, Matheson 80.

Robertson M15

E. Smith Admty

Woods ~

Brayford 80.9.9.

Mander-Landby ~

Jan 1

(Action completed.)

(Index.)

RM 1/2

29/6/47

Next Paper.

29

3008 F.O.P.

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E 111 28
1 JAN 1947

Code R.

DEPARTMENTAL NO.2.

FROM PARIS TO FOREIGN OFFICE

Mr. Duff Cooper
No. 702
December 31st, 1946.

D. 12.20 p.m. December 31st, 1946.
R. 2.20 p.m. December 31st, 1946.

Repeated to Berlin
Vienna

SSSSS

IMPORTANT

Your telegram No. 2225 to Berlin paragraph 2(b).

Ministry of Foreign Affairs state that French representation will probably be as follows:-

M. Bousquet (chairman of the delegation) and about four other officials from Ministry of Foreign Affairs

M. de Rosen, French representative on Displaced Persons Directorate Berlin

M. Poignant Director of Displaced Persons in the French Zone of Germany

M. Thibault Displaced Persons Director Innsbruck

M. Creusot French Displaced Persons Representative Vienna, French Representative C.T.B.

Colonel Delaire who specialises in control movements of aliens in France, and probably [grp. undec.].

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1947

E

PALESTINE

ENCLOSURE 20

1 JAN 1947

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

31. Dec 1946
1 Jan 1947

Illegal Immigration (Paris Conference)
Refrs F.O. Cl (K12339/4656/21) Informing
military security authorities are arrang-
ing to send representative.

Last Paper.

$E 12564 / 28$

References.

(Minutes.)

x 13 Pch: 4

(Print.)

(How disposed of.)

8/ Mackeson B.O.
Robertson M-1.5.
E Smith Admby
Dodd ~
Lawford BO99
Madden Medby ~
Jan 1

(Action completed.)

(Index.)

5/2

4/6/48

Next Paper.

E109

32003 F.O.P.

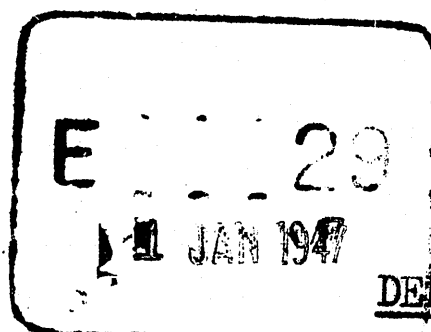
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Cypher/OTP



DEPARTMENTAL NO. 2

FROM VIENNA TO FOREIGN OFFICE

Mr. Mack

No. 1033

31st December, 1946

D. 6.52 p.m. 31st December, 1946

R. 7.36 p.m. 31st December, 1946

Repeated to Paris

Washington Saving

Berlin Saving

ddddddd

IMPORTANT

Your telegram No. 1475. E 12 009/7656/01

Military security authorities are arranging to send representative.

Please repeat Paris as my telegram No. 56 and Saving to Washington and Berlin as my telegram No. 20 Saving and 54 Saving respectively.

[Repeated to Paris, Washington and Berlin under Foreign Office Saving Nos. 1, 1 and 1 respectively]

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1047

E

PALESTINE

ENCLOSURE

3 JAN 1947

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

2 Jan 1944
3 Jan 1944

Test Paper.

29

References

(Print.)

(How disposed of.)

8/ W & B Mackeson. 60.
J. Robertson M15
J. B. R. Dicks admalty
E. Smith
South
8 boxes. 6 C.O. 9.4
by C. W. W. W.

(Action completed.)

Index.

Next Paper.

110

32003 F.O.P.

Rel'ed Immigration (Paris Conference)
 Refer Berlin tel 10/13 (E12562/7056/BI)
 Informal Proposed amendments of agenda were
 discussed with U.S. Embassy. Text to follow. It
 was subsequently accepted by City of Foreign
 Affairs. Paris Law agreed subject to U.S.
 approval. Revis comments referring to
 Paris in the under ref.

(Minutes.)

See E110 for text of agreed agenda

These telegrams have in the first instance been entered for the German Department, but copies have been entered Eastern. The German Department have the papers and I propose to minute these ~~as follows~~ ^{as follows} only from the Eastern Department point of view.

On Sir Orme Sargent's instructions, our telegram No. 1339 to Paris (spare attached) requested the Embassy to propose an agenda in which the points dealing with Jewish illegal immigration came at the head. In the face of hard bargaining from the American side, Mr. Ashley Clarke has succeeded in having the three Jewish points merged under items (2) and (3) of the agreed agenda. In the original French agenda, they figured as items (1), (8) and (9).

In view of the very clear American reluctance hitherto to consider the Jewish illegal immigration aspect of this problem, I think it can be regarded as satisfactory that we have been able to place the Jewish points as high up as this. It is true that they are preceded by the general question about policy in regard to exit from Germany, which may take some time to discuss. Nevertheless, the fact that the points to which we attach importance are placed second and third, followed by three other points, should ensure that they are dealt with fully in the course of the conversations, and we have gained the advantage that the Americans are now definitely committed to discussing the Jewish aspect of this problem.

The other Department principally concerned in the Jewish side of the conversations is Refugee Department and I have asked Mr. Boothby to see that they are represented at the meeting on tactics at the Foreign Office on January 5th. I suggested that Sir G. Rendel should be informed and it would be very suitable for him to take the chair, if he attends the meeting.

H. S. Beins

3rd January, 1947.

(BEITH)

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(Original attached c)

Cypher/OTP

DEPARTMENTAL NO. 2108

FROM PARIS TO FOREIGN OFFICE.

3 JAN 1947

Mr. Duff Cooper.
No. 5.

D. 8.33 p.m. 2nd. January 1947.
R. 9.5 p.m. 2nd. January 1947.

2nd. January 1947.

Repeated to:

Washington No. 1,
Berlin No. 1,
Vienna No. 1.

V V V

IMMEDIATE.

(Foreign Office please pass to all posts).

SECRET.

Your telegram No. 1339.

Proposed amendments of agenda were discussed with United States Embassy. Text which emerged is contained in my immediately following telegram. It was subsequently accepted by Ministry of Foreign Affairs. We explained that we have agreed subject to your approval.

2. Following are our comments which refer to paragraphs of Berlin telegram No. 1663.

3. Paragraph 3A. Americans insisted that this subject being the more general matter to be discussed at the conference should head the agenda. They questioned the need to mention policy governing entry into Germany but agreed to its being mentioned incidentally in so far as it related to the problem of exit from Germany. They considered that present arrangements governing entry were working satisfactorily and that in any case it was a separate problem.

4. Paragraph 3B. Americans accepted generally our proposed re-draft. None of the authorities mentioned in French item 6 actually issue travel documents and words "zonal authorities" have therefore been substituted. Insertion of words "consideration of individual travel documents" was designed to promote discussion of a uniform document. (French also intend to propose such a document). United

/States

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2.

States Embassy considered however that this item should be combined with points 1 and 9 of the French agenda as a new item 2. Their main preoccupation in regard to the items concerning movements of Jews was lest the agenda should receive publicity and be misinterpreted as indicating "ganging up" by the United States, United Kingdom and French Governments on the Jewish problem. The resulting item 2 in my immediately following telegram is consequently somewhat clumsy. But since it leaves it open to the conference to discuss the present situation and control of movements of Jews in Germany and measures to be taken in regard to clandestine migration we felt it better to accept this drafting. United States Embassy said explicitly that they did not refuse fully to discuss these matters though they indicated that in their view the measures already taken in the American Zone to control migration (see my telegram No. 695) were sufficient.

5. United States Embassy indicated that they were not prepared to discuss the extension of the proposed procedure to Austria. On general grounds they were against extending the discussions to cover this separate problem and in addition pointed out that technically it was not feasible since although procedure in Germany can be settled on tripartite basis procedure in Austria requires quadripartite consent. Item 5 of the French agenda now becomes the last point.

6. Paragraph 3F. Ministry of Foreign Affairs said that in connexion with item 1 of the agenda as now drafted they would submit a draft agreement covering movement of displaced and distressed persons. Copy of this will be brought to London by Mr. Ashley Clarke who hopes to attend meeting at Foreign Office on 5th January.

[Repeated to Washington, Berlin and Vienna as telegrams Nos. 69, 24 and 11 respectively].

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FO 371/61750	
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4

1047

E

E 110

9

3 JAN 1947

PALESTINE

Registry
Number

E 110/28/31.

TELEGRAM FROM

No.

W. Duff Cooper
Paris

Dated

6.

Received
in Registry

2 Jan 1947
3 Jan 1947

Illegal Immigration (Paris Conference)

Refers Paris tel no 5 (E 109/28/31)
gives list of amendments of agenda
which were discussed with U.S. Embassy
and accepted by Mty of Foreign Affairs.

Last Paper.

(109)

References.

(Minutes.)

See E 109 a minute
to Jan 3

(Print.)

(How disposed of.)

8 N.A.C. Matheson. P.O.
J.R. Dodes Admty
Edmich
S. Robertson M.I.S.
2 copies to copy 4
by B. Davis.

(Action
completed.)

GEM 4/

(Index.)

2/1/48

Next Paper.

E 126

32003 F.O.P.

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FO 371/61750

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(Original inked c)

E

10

Cypher/OTP

DEPARTMENTAL NO. 2

FROM PARIS TO FOREIGN OFFICE

Mr. Duff Cooper

No. 6

2nd January, 1947

D. 7.55 p.m. 2nd January, 1947
R. 8.06 p.m. 2nd January, 1947

3 JAN 1947

Repeated to Berlin No. 2

Vienna No. 2

Washington No. 2

ddddddd

IMMEDIATE

SECRET

(Foreign Office please repeat to all posts).

My immediately preceding telegram.

Following is draft text of agenda.

[Begins]

1. Consideration of general lines on which policy covering exit from Germany (and related points concerning entry) should be revised in light of changing conditions and consideration of machinery for implementing that policy.

2. Present situation and control of movements of population of Jewish origin in Germany. Measures to be taken in regard to clandestine migration including police measures and special tripartite arrangements required to control movement of groups of "infiltrated" refugees and of voluntary emigrants seeking to reach territories other than those of the three allied powers.

3. Correlation of system of consular visas with control of exit from Germany.

4. Definition of term "distressed persons" other than refugees of all nationalities for purposes of exit control.

5. Consideration of individual travel documents and establishment of fixed relations between C.T.B. and the various authorities issuing or soon to issue travel documents in lieu of passports to displaced persons infiltrated refugees voluntary emigrants and German nationals e.g. individual zonal authorities.

6. Question of adequate staffing of C.T.B. Berlin in light of decisions on the above.

[Repeated to Berlin, Vienna and Washington as telegrams Nos. 23, 10 and 68].

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E126/28/31

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E

12

1947

PALESTINE

E 152

6 JAN 1947

Registry
Number

E152/28/31.

FROM

Br. Embassy

No.

Paris.

Dated

1142.

Received
in Registry

31 Dec 1946

6 Jan 1947

Illegal Immigration (Palestine Conference)
Encloses note from French Ministry of
Foreign Affairs to Embassy Paris of 13/12
enclosing proposed French Agenda for
Conference.

Last Paper.

126

(Minutes.)

Refugees/Answer 8/1
to see.

Chaulh.

6/1

References.

(Print.)

(How disposed of.)

(Action
completed.)

96/16 9/1

(Index.)

96/16 8/1

Next Paper.

E 244

32003 F.O.P

Reference:-

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N 142

HIS Majesty's Ambassador at Paris
presents his compliments to H.M.P.S. of S. for F.A.
and has the honour to transmit to him the under-mentioned
documents.

British.....Embassy,.....
.....Paris.....

31st..December.,1946...

Reference to previous correspondence:

Washington telegram to F.O. No. 1. ? w 51/3/8
Description of Enclosure.

Name and Date.	Subject.
Note from French Ministry for Foreign Affairs to British Embassy, Paris, dated 13th December, 1946.	The Palestine Problem.

3479A 28518—1 (8)

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FO 371/61750

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MINISTERE
DES
AFFAIRES ETRANGERES

REPUBLIQUE FRANCAISE

14

Direction des Conventions
Administratives et Sociales

No. C.A. 3.

Par note No. 1.091 du 18 Novembre, l'Ambassade de Grande
Bretagne a bien voulu faire savoir au Ministère des
Affaires Etrangères que son Gouvernement était d'accord
pour participer à une réunion, à Paris, où seraient
examinés par les représentants français, américains et
britanniques des services intéressés, les problèmes posés
P.J. : 1 par l'émigration israélite clandestine, en provenance
de l'Europe Orientale.

Le Ministère est heureux de faire part à l'Ambassade
de l'accord du Gouvernement des Etats-Unis au sujet de
cette conférence.

L'Ambassade des Etats-Unis a proposé un projet
d'ordre du jour, que le Ministère, après l'avoir
examiné, a légèrement modifié et complété.
L'Ambassade de Grande-Bretagne voudra bien trouver ce
projet, ci-joint, en son dernier état. Le Ministère
serait, bien entendu, prêt à tenir compte des
suggestions que l'Ambassade de Grande-Bretagne croirait
devoir présenter à ce sujet.

En ce qui concerne la date de la première réunion
de la conférence, il a été suggéré qu'elle ait lieu
le lundi 6 janvier 1947. Le Ministère a l'honneur de
confirmer que cette date lui agréée et serait heureux de
savoir si cette date convient également aux autorités
britanniques./.

AMBASSADE DE GRANDE BRETAGNE

PARIS

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PROJET D'ORDRE DU JOUR

15

- 1o) Situation actuelle et contrôle des mouvements de population d'origine israélite en Allemagne. Prévisions relatives à ces migrations.
- 2o) Examen de la proposition américaine relative aux procédures et aux critères à appliquer par le Comité Tripartite de la Circulation (C.T.B.) Berlin.
- 3o) Extension possible de ces procédures en vue d'assurer un contrôle tripartite des groupes "d'infiltrés" et d'immigrants volontaires cherchant à s'établir dans d'autres territoires que ceux des trois puissances alliées (ceci en vue d'obvier aux difficultés signalées dans de récentes notes françaises et britanniques concernant des départs irréguliers).
- 4o) Définition du terme "-----distressed persons", de toutes nationalités autres que réfugiés, en vue de leur contrôle à la sortie.
- 5o) Question du personnel nécessaire au C.T.B. (Comité Tripartite de la Circulation, Berlin).
- 6o) Etablissement de relations précises entre le C.T.B. et les diverses autorités qui auront bientôt à délivrer des titres de voyage tenant lieu de passeport aux personnes déplacées, infiltrées, émigrants volontaires et nationaux allemands (la nouvelle organisation internationale des réfugiés, A.C.C. Berlin) et les futurs bureaux provisoires à l'étranger.
- 7o) Extension de la procédure proposée pour l'Allemagne à l'Autriche.
- 8o) Examen de la corrélation de la procédure des visas consulaires avec le contrôle à la sortie d'Allemagne.
- 9o) Recherche et répression des organismes et personnes facilitant illégalement les migrations clandestines.

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7

E

E 244

16

1947

PALESTINE

7 JAN

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E 244/28/31
M. Duff Beyer
Paris.
18.
7-Jan 1947
7-Jan 1947

Illegal Immigration, Paris Conference.
Inform General feeling that P.W and D.P
ought to be represented at Paris Discussions
Lt. Col. Ford of CRX is suggested as most
suitable. Ask point out urgently to
KITCHINGTON, if he agrees ask that repres-
entative should come at once.
ADDRESSED BERLIN. 8.

Last Paper.

152

References.

(Print.)

(How disposed of.)

6, Matheson GO,
Godch. Admty
Smith -
Robertson. M.H.S.
Crawford C.O.G.A.
M-Lundley -
✓ Jan 8

(Action
completed.)

(Index.)

G.M. 10/1

4/6/48

Next Paper.

E 259

30471 F.O.P

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DEPARTMENTAL NO.1.

(To Political Adviser to Commander-in-Chief Germany)

No. 8

D. 11.55 a.m. January 7th, 1947.
R. 11.07 a.m. January 7th, 1947.

000000

E 244
7 JAN

For Young from C.E. King.

2. Could you put point urgently to Kenchington, and if he agrees ask that representative should come at once.

[Repeated to Berlin under Foreign Office No.53]

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8

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E 259

8 JAN

15 17

PALESTINE

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in RegistryW.S.
D.A.B.

Last Paper.

244 (110)

References.

(Print.)

(How disposed of.)

Distribution by
C. Dun.(Action
completed.)

(Index.)

Next Paper.

260

(Minutes.)

This is being given usual distribution. The question of comments or instructions now arises, especially on the 8.000 French quota.

C. M. Hall.
8/1

This has been dealt with on German Dept papers, a reply being sent off to Paris on 8/1 (tel: no: to Paris) including a para: drafted by E. Dept in reply to para: 6. A copy of that tel: should be put with this paper for record and ~~the~~ these tels: and Paris tel: no: 21 (E260) should receive usual distribution either from E. Div or from German Div =

R. G.
9/1

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19

Miss Nicholson

I have spoken to
Mr. Gannon. & he agrees
that if lets like this
are sent up the
tel: itself should be
marked by C.B. for
the jacket & that
action shd be taken
by the Dept who has
the ~~top~~ copy entered
to them -
C.B. with information
do this

WCT-171

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20

Miss Nicholson (E Div)

Please see my minute

Could we establish a

Sat 3 routine for 1947

for handling distribution
on this time and subject.

It would perhaps be best if
German Telf & Div = did all
the dist =

RF
9/1

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(Original attached)

WR

E 259

8 JAN

Cypher/OTP.

DEPARTMENTAL NO. 2.

FROM PARIS TO FOREIGN OFFICE.

Mr. Duff Cooper. D. 10.05 p.m. 7th January, 1947.

No. 20.

R. 10.40 p.m. 7th January, 1947.

7th January, 1947.

Repeated to Berlin,
Vienna,
Washington.

IMMEDIATE.

Foreign Office please repeat to Berlin, Vienna,
Washington as my telegrams [grp.undec.] 4 and 6.

My telegram 5.

Opening meeting had before it American and French drafts of agreement on control of exit from Germany. It was agreed at outset that all decisions taken by meeting should be ad referendum to Governments including control authorities in Germany. We therefore circulated a similar draft agreement of our own. It was agreed at suggestion of French Delegation that this draft should be used as a basis for discussion. Text as subsequently amended in discussion is contained in my immediately following telegram as draft "A".

2. French Delegation suggested that preamble should contain definitions of categories of persons to whom draft agreement should apply. Sub-Committee met to consider this and agreed that as regards refugees and displaced persons definitions should be as laid down in constitution of I.R.O.

3. As regards procedure for Germans and persons of dual nationality we proposed a second draft agreement which is draft "B" in my immediately following telegram. This draft was not discussed at today's meeting.

4. American Delegation although they had previously agreed to accept British draft as basis for discussion later interrupted discussion to propose that all three drafts i.e. British, American and French should be referred to a smaller Sub-Committee. They then circulated proposed terms of reference for this Sub-Committee which are as follows:

"Drafting of a single overall agreement which Delegations to present conference can recommend to their respective Governments for submission through appropriate channels to Commanders of three Western Zones for implementation:

(1) Objectives of proposed agreement are:

/A.

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B. Prevention of departure from Germany of so called suspect or obnoxious Germans including dual nationals.

C. Prevention of departure of groups and individuals in an illegal or unauthorised manner and conversely facilitation of departure of authorised groups of displaced persons and refugees.

(2) Working basis of proposed agreement will be documents submitted by the three participating Delegations".

These terms of reference were accepted.

5. Following are our comments on today's discussions.

Americans showed extreme reluctance to accept principle of individual travel documents checked by C.T.B. Berlin for displaced persons and refugees travelling in groups. We pointed out that this was in conflict with their own draft which stated in paragraph one that cases should be handled on an individual basis rather than on present existing group movement basis. Reason Americans gave for their objection was physical inability of C.T.B. with existing staff to cope with volume of applications which would be involved if individual travel documents were demanded. We suggested compromise which was that travel documents should be prepared in zones and sent to C.T.B. Berlin for final checking. This is one of points which will have to be discussed in Sub-Committee tomorrow January 8th.

6. French Delegation suggested adding at end of British draft "A" following sentence: "French Government being ready to grant temporary residence permits to a quota of 8,000 displaced persons of Jewish origin these persons will until final decision of C.T.B. is made as to their departure for their ultimate destination be authorised to remain in France". Reason for this suggested addition was that French as previously reported have given undertaking to Jewish Societies to permit entry into France of a quota of 8,000 Jews without visas for countries of ultimate destination. They are unwilling now to go back on this undertaking. We said that this raised one of our chief pre-occupations, i.e. the volume of illegal emigration to Palestine through France. We quoted case of the San Dimitrio whose passengers were known to have had forged Ethiopian visas. Other similar ships were about to sail or were already on their way. We should therefore much prefer that French quota when exhausted should not be renewed. There was also danger of establishing a precedent

/in

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(A) That quota of 8,000 should not be mentioned in any eventual agreement itself but form subject of confidential exchange of notes and:

(B) That Jewish organisations concerned should be warned that if illegal emigration through France under cover of quota continued, arrangement would be **modified** or terminated. French Delegation stated that whole of this quota was renewable. This is contrary to our previous information but we can go into this point in Sub-Committee.

7. French Delegation finally proposed that Austria should also be discussed at Sub-Committee. Americans agreed that though they had no representative from Austria, British and French Representatives from Austria could attend Sub-Committee and that matter could be raised.

8. We should be grateful for any comments or instructions you may have before next Plenary Meeting which takes place on Thursday 9th January.

9. Please pass to Control Office.

[Repeated to Berlin, Vienna and Washington
under telegrams Nos.62, 37 and 228 respectively
January 8th]

[Copies sent to Control Office]

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E 200

8 JAN

1947

PALESTINE

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

£200/28/31

GRAM FROM
W. H. Cooper

Paris

21

7 Jan 1948

8 Jan 1948

Illegal Immigration (Paris Conference)

Refers Paris tel 20 (E 259/28/31).

Transmits texts of drafts "A" and "B" referred to in let under ref. re control of exit from Germany.

Test Paper.

259

References

(Minutes.)

This is being given usual distribution.

C. A. Howell
s/

See on E 259.

Cam
146

(How disposed of.)

8, W.A.B. Mackinnon. P.O.

J. Roberson M-1-5

J. C. R. Dodge Admty

Smith

R.S. Crawford 6099

Marsden Dudley

Jan 8.

(Action completed.)

(Index.)

RM 12/2

4/6/48

Next Paper.

L297

30471 P.O.P

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original entered C.
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WR.

24

FROM PARIS TO FOREIGN OFFICE

Mr. Duff Cooper,
No. 21
7th January, 1947.

Repeated to Berlin,
Vienna,
Washington.

E 260
8 JAN

IMMEDIATE

Please repeat to Berlin, Vienna and Washington
as my telegrams Nos. 11, 5, and 7.

Following is text of draft "A" referred to in my immediately preceding telegram.

[Begins].

1. Following procedure will apply to displaced persons seeking to leave Germany as emigrants to destinations outside Europe.
2. It does not (repeat not) apply to persons who are German nationals by birth, naturalisation or marriage, or who were formerly of German nationality or who are of dual nationality (one of which is German) or to Latin Americans.
 - a). Applicant or a recognised international organisation acting on his behalf initiates application for a travel document and/or an exit visa when he is in possession of acceptable evidence that he will be admitted as an immigrant in the country of ultimate destination. Travel document to be issued will be uniform and in accordance with the Tripartite Agreement of 22nd May, 1946 but adapted to apply not only to stateless persons but also to refugees and displaced persons as defined in constitution of I.R.O. who are unable to obtain their national passports.
 - b). Application will be processed in zones in accordance with normal procedure and zonal authorities will prepare travel documents. It will then be for C.T.B. to decide within one month whether or not the application can be granted.
 - c). The C.T.B. will satisfy itself that authority for admission to the country of ultimate destination is authentic.
 - d). When C.T.B. is satisfied that application is in all respects acceptable the representatives of the zone in which applicant is resident will grant exit visa and will return travel document to zonal authority for delivery to applicant.

e). Successful/..

reference.

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[Ends].

[Begins].

[Ends].

[Repeated to Berlin, Vienna and Washington as Nos. 63, 38 and 329 respectively and copies sent to Control Commission for Germany and Austria].

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6260/28/31

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(8.1.47.)

CABINET DISTRIBUTION

FROM PARIS TO FOREIGN OFFICE

Mr. Duff Cooper
No. 21.

D. 10.35 p.m. January 7th, 1947.

January 7th, 1947.

R. 11.03 p.m. January 7th, 1947.

Repeated to Berlin
Vienna
Washington

JJJ

IMMEDIATE

Please repeat to Berlin, Vienna and Washington as my telegrams Nos. 11, 5 and 7.

Following is text of draft "A" referred to in my immediately preceding telegram.

[Begins]

1. Following procedure will apply to displaced persons seeking to leave Germany as emigrants to destinations outside Europe.

2. It does not (repeat not) apply to persons who are German nationals by birth, naturalisation or marriage, or who were formerly of German nationality or who are of dual nationality (one of which is German) or to Latin Americans.

(a) Applicant or a recognised international organisation acting on his behalf initiates application for a travel document and/or an exit visa when he is in possession of acceptable evidence that he will be admitted as an immigrant in the country of ultimate destination. Travel document to be issued will be uniform and in accordance with the

Tripartite/....

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Tripartite Agreement of 22nd May, 1946, but adapted to apply not only to stateless persons but also to refugees and displaced persons as defined in constitution of I.R.O. who are unable to obtain their national passports.

(b) Application will be processed in zones in accordance with normal procedure and zonal authorities will prepare travel documents. It will then be for C.T.B. to decide within one month whether or not the application can be granted.

(c) The C.T.B. will satisfy itself that authority for admission to the country of ultimate destination is authentic.

(d) When C.T.B. is satisfied that application is in all respects acceptable the representatives of the zone in which applicant is resident will grant exit visa and will return travel document to zonal authority for delivery to applicant.

(e) Successful applicant will be required to obtain transit visas through intermediary countries after issue of an exit permit.

[Ends]

Following is text of draft "B".

[Begins]

Following procedure will apply to persons who are German nationals by birth, naturalisation or marriage, or who were formerly of German nationality or who are of dual nationality (one of which is German) and to Latin-Americans who wish to emigrate to a safehaven country or to make an indefinite stay in such country or if previously resident there to resume their former residence therein.

(a)/....

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28

(a) Applicant initiates his application for a temporary travel document and/or an exit permit when he is in possession of acceptable evidence that he will be admitted to country of his ultimate destination.

(b) His application will be processed through the normal zonal channels, and, subject to his being in one of the categories authorised to leave Germany his application will be submitted to C.T.B. Berlin for scrutiny.

(c) C.T.B. will satisfy itself that the authority for the admission of the applicant to the country of ultimate destination is authentic.

(d) Simultaneously several elements of C.T.B. will refer particulars of the applicant to their respective authorities at London, Washington and Paris for final check.

(e) Representative on C.T.B. of zone in which the application was initiated will decide not later than one month as to whether or not the requisite travel facilities should be granted in the light of the investigations made by his own authorities and those of other occupational powers.

(f) In cases of exceptional urgency suitable steps will be taken by C.T.B. to secure the views of occupational authorities with the least possible delay.

(g) Normally such views will be communicated to C.T.B. within a period of one month from date of reference from Berlin. If no comments are received from other two powers within the prescribed period it will be assumed that they have no objection to the grant of travel facilities. [Ends]

Please pass to Control Office.
[Repeated to Berlin, Vienna and Washington as Nos. 63, 38 and 329 respectively and copies sent to Control Commission for Germany and Austria.]

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29

Dr. sent to C. G. for E

Cypher/OTP

FROM FOREIGN OFFICE TO PARIS

8th January, 1947 D. 10.45 p.m. 8th January, 1947

F F F F

Your telegrams Nos. 20 and 21.

2. Paragraph 5 of your telegram No. 20. I appreciate the arguments both for and against the issue of individual exit permits to persons moving in groups, and are in favour of individual exit permits being issued whenever possible and certainly in the case of German nationals. But the staff problem is an important one, and I would like to have the principle accepted that, so far as movement within Europe is concerned, group movements may continue to be authorised where desired on the existing nominal roll system.

3. I agree that no reference to quota of 8,000 Jews should appear in agreement and that it should rather form subject of confidential exchange of notes. You should certainly try to hold French Government to their previous explanations regarding non-renewability of greater part of this quota, (7,000 out of 8,000) who in any case are supposed to consist largely of children and Rabbis (Paris Chancery letter of September 23rd). You should

also

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30

also press very strongly for inclusion in French note of full assurances that adequate steps are being taken to prevent further clandestine embarkations for Palestine from French ports. In pressing for such assurances you should remind French Government of repeated representations we have made in the past (in spite of which various clandestine embarkations have taken place) and of preparations known to be in progress for further embarkations.

4. Draft "A" paragraph 2(a). The I.R.O. definitions of refugees and displaced persons are extremely complicated and in many ways restrictive. There seems no point invoking them, since we are presumably prepared to give an exit permit to any non-German who satisfied our security authorities and obtains an entry permit for a third country, whether or not he is eligible for I.R.O. assistance. It is therefore suggested that this paragraph be amended, after the words "stateless persons", to read "but also to all non-Germans, who are, for some reason, unable to obtain a passport from their own national authorities".

5. Draft "A" paragraph 1. In view of our remarks in paragraph 4 above, this paragraph might be amended to read as follows: "Following procedure will apply to persons, other than those specified in paragraph 2 below, seeking to leave Germany as emigrants to destinations outside Europe".

6. Draft "A" paragraph 2(e). Is it really necessary to limit the stage in the procedure at which transit visas will be obtained? If an applicant can get a transit visa in advance of his exit permit, so much

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OUTWARD TELEGRAM

31

-3-

much the better. It is suggested that this sub-paragraph might be deleted.

7. Draft "B" paragraphs (d) to (g) inclusive. We are opposed to this suggestion as being a rather weak compromise. The principle of "speak now or for ever hold your peace" is not a very sound one for an inter-governmental agreement of this nature, and might lead to endless recriminations on individual cases.

8. We would like you to recommend the system at present working in the British Zone, whereby each element of C.T.B. has access to central records compiled by all three elements, and checks applications from its own zone against them, if necessary referring to its own government but not to the other elements and their governments.

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Nothing to be Written in this Margin.

Minutes.

260 28 31

Refugee Department.

I have just seen Paris telegram No. 21 of January 7th about the arrangements for the exit of refugees etc from Germany.

You will no doubt consider ^{at} the appropriate moment ~~x~~ keeping the I.G.C. and UNRRA informed.

9th January 1947.

Miss McLean

All decisions are 'ad referendum'. I don't think we have anything to say to UNRA or IBC for the time being.

E. B. Roubey

Can.
14

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E 297

34

Cypher/OTP

DEPARTMENTAL NO. 1.

FROM BERLIN TO PARIS

(From Political Adviser to Commander in
Chief Germany)

Mr. Steel.
No. 6.

D. 4.25. p.m. 8th January
1947.

8th January 1947.

R. 3.30. p.m. 8th January
1947.

Repeated to Foreign Office No. 31.

IMMEDIATE

Your telegram No. 8.

For C.E. King.

Kennington regrets that Ford is not available,
nor can any member of P.W.D.P. division at present be
spared.

2. He feels that so far as illegal immigrants
are concerned the problem is not one seriously affecting
the British zone since the deterrent measures which we
have already taken have been effective; it is a matter
for the Americans and French to work out between them with
our encouragement, but not one with which we have any
direct concern administratively.

3. As regards emigration of D.P.'s from Germany,
he thinks Morris knows the form as well as anybody.

4. If however there is any question of the actual
conclusion of an agreement which would commit P.W. and
D.P. division to any new procedure in regard to either
category he will do his utmost to make a representative
available.

Foreign Office please pass immediate to Paris.

[Repeated to Paris as Foreign Office telegram No.49.]



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E 431

13 JAN

1947

PALESTINE

Registry
Number

E 431/28/31

TELEGRAM FROM

No.

Dated

Received
in Registry

M. Lafflooye

Paris

16 Janing.

11 Jan 1947

13 Jan 1947

Illegal Immigration (Paris Conference)

Refer Paris Tel 20, (E 259/28/31) Informing
at yesterday's meeting agreement was reached
subject to reference of Govt. and draft text of
an Agreement which is being sent by
box. Final draft was initialed 11 Jan.
agreement drawn up, is based on work of
Lab. Committee established by U.S. suggestion.

Last Paper

297(260)

References

Original entered "C".

I suggest that we should send a copy of this
telegram to the Colonial Office, with a covering
draft of comment, which I attach. Copies could be
sent to the other departments interested.

I have outlined in this draft the main points
of interest in the provisional agreement reached at
Paris last week from the point of view of Jewish
illegal immigration to Palestine. Although the
Paris discussions were necessarily devoted to the
general question of exit from Germany (the Americans
would not have agreed to attend otherwise), I think
that our presence at the discussions was repaid
(a) by the safeguards regarding clandestine Jewish
migration which we were able to insert in the
agreed procedure and (b) by the opportunity we were
given to state our views on the control of clan-
destine Jewish movements.

This telegram and the text of the agreement
are being entered in the first instance with the
German Department and I have agreed with them that
our comments (on the lines of the attached letter
to the Colonial Office) will be recorded on the
German paper.

German Dept. 17/1
Refugee Dept. 17/1

D. S. Beith

16th January, 1947.

(BEITH)

Draft initiated by M. Lafflooye

16 Jan 47

(Action
completed.)

Index

M. Lafflooye

M. Lafflooye

Next Paper

E 597

2003 F.O.P.

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FO 371/61750

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✓ Jan 22

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(Original taken c.)

E 431

13 JAN

36
Johannes 9-11

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EN CLAIR.

CABINET DISTRIBUTION.

FROM PARIS TO FOREIGN OFFICE.

Mr. Duff Cooper.
No. 16 Saving.

R. 2.20 p.m. 12th January 1947.

11th January 1947.

Repeated to: Berlin, No.1 Saving;
Washington, No.4 Saving;
Vienna, No.1 Saving.

W:W:W:W:W

IMPORTANT.

GUARD.

My telegram No.20.

1. At yesterday's meeting agreement was reached subject to reference to Governments on draft text of an Agreement which is being sent to you by bag. The final draft was initialled today. The Agreement drawn up is based on the work of the Sub-Committee established in accordance with the American suggestion (see paragraph 4 of my telegram under reference). The documents therefore on which instructions in your telegram No.58 were based have been superseded.

2. After suitable preamble, the Agreement defines the various categories of persons and groups who may be allowed to leave Germany. Distinction is drawn between persons and groups whose applications must be referred to the C.T.B. and those whose exit from Germany may be permitted by the zonal authorities.

3. The original draft agenda as contained in my telegram No.6 has been covered as follows:-

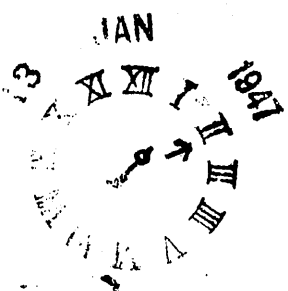
Items 1 and 5 form the main contents of the Agreement. Four categories are established together with

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①

with the necessary safeguards covering their exit from Germany. The principle was accepted that all persons leaving Germany must be in possession of a valid individual travel document and exit permit, whether travelling as individuals or in groups, with certain exceptions - e.g. groups of workers under contract or repatriates who may at the discretion of the Zone Commander be documented under nominal roll procedure. We hope this will meet your point in paragraph 2 of your telegram No.58.

4. We have been able to secure that the travel document accepted by the three Powers in May 1946 should be suitably amended to cover other non-Germans besides stateless persons and persons of undetermined nationality pending general agreement on the acceptance of the I.G.C. travel document.

5. As regards paragraph 4 of your telegram No.58 we were not able to persuade the other delegations to drop all reference to I.R.O. definitions. We were however able to induce them to widen these definitions so as to take account of your instructions.

②

6. With reference to your paragraph 6, stage at which transit visa is to be obtained is not now specified. It is however obligatory on the individual to obtain a visa or governmental authority authorising his admission to his country of ultimate destination before applying for his exit permit.

7. The American delegation were concerned to ensure that applications coming within certain prescribed categories should be referred to C.T.B. and that the records of such applications should be made available to

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8. The term "distressed persons" (Item 4 of the agenda) has been replaced by "compassionate cases" as defined in Annex A of the Agreement. Item 6 of the agenda and question of Austria are covered by separate recommendations attached to the Agreement.

9. Items 2 and 3 of the agenda (Jewish illegal emigration) were covered as follows. Item 3 arose first in connexion with Section B.7. This item occupied more than half the time of the Drafting Sub-Committee and revealed fundamental difference of opinion between British and United States Delegations. Mr. Warren claimed that to require evidence from the Zone Commander of authenticity of visa of ultimate destination showed lack of confidence. We pointed out that it was vitally important for us to know that groups of refugees were being properly despatched to a final destination willing to receive them. In the end we gained our point (see Section B.7. which also contains other safeguards).

10. Since we were working on an American draft it was difficult to secure early discussion on Item 2.

but

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but we insisted on Friday morning that this matter be properly discussed at that stage. British point of view was fully stated and the French delegate proposed a resolution to meet us to some extent, which will be found attached to the Agreement. Americans refused to join in this recommendation but agreed to state that they would refer it to their Government for onward communication, should they think fit, to the American Zone Commander. All reference to the French quota has at our instance been eliminated from the Agreement but we consented to consider with French separately an exchange of notes on this subject.

5

11. Proposals appear to us to involve no fundamental change in our present general policy. They are a compromise between our desire to obtain American and French cooperation in tightening up control of the illegal (i.e. Jewish) movement, and (a) American and French desire to relieve congestion in their zones by expediting emigration of refugees and displaced persons and (b) the American desire to tighten up control of exit from Germany of Germans and dual nationals. French were most helpful throughout and showed only concern to safeguard their quota agreement with the Jews. Both we and the Americans were concerned to safeguard the interests of the Zone Commanders. We emphasised that the conclusions were reached ad referendum and that in particular the Zone Commanders must be given fullest opportunity to examine them.

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DTG : 152358Z

AUSTRIA)

CCLB/N/22

SECRET

13
Jan 21

1. Please see Draft Agreement initialled at Paris 11 JAN 47 between representatives of the British, French and United States Governments about control of travel from Germany and related subjects, and explanatory telegram dated 11 JAN from Paris to Foreign Office, repeated to Vienna as Telegram No. 1 (Saving).
2. The purpose of the agreement is that tripartite or better still quadripartite powers should co-ordinate (a) policy and practice, and (b) methods of control of travel from Germany. In addition to its interest as an occupational power in general question of travel from Germany, His Majesty's Government is concerned to prevent travel (both from countries of origin or transit) of prospective illegal entrants to Palestine. Each of the other powers have this special preoccupation.
3. It was appreciated in Paris that though conditions were essentially different in Paris the policy, practice and methods of occupational authorities should be so far as possible uniform in regard to travel from and through Austria.
4. The British, French and United States delegations were strongly of opinion that a meeting of the authorities

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(2)

concerned should be held in Vienna as soon as possible. (See recommendation No. 3 on page 10 of the Draft Agreement under reference.) This opinion appears to us both sensible and desirable.

5. Please therefore let us have your views urgently (after giving general consideration to the Draft Agreement as a whole) on Recommendation 3. thereof. If you are in favour of Recommendation 3., perhaps you would telegraph separately and not necessarily so urgently your more detailed suggestions for the meeting and let us have some preliminary review of considerations involved in working out a mutually satisfactory policy and procedure as far as possible in accordance with that suggested in the agreement under reference.

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Mr. Leishman German Dept.
Mr. J. Beith

Colonial Office

Mr. Mathieson

15 JAN 47
RNH/AFR

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CONTROL OFFICE FOR GERMANY AND AUSTRIA (62)

FROM: CONFOLK(CONTROL OFFICE LONDON)

CCLB/G/1070
DTO:152350Z

TO : BERCOMB(CONTROL COMMISSION BERLIN)

INFO: CONCOMB(CONTROL COMMISSION LUBBECKE)
ACABRIT VIENNA(ALLIED COMMISSION FOR AUSTRIA)
SUGRA 820
SECRET

Reference CCLB/G/1070 of 2nd January.

Travel Control Paris Conference.

1. Please see Draft Agreement initialled at Paris 11th January 47 between representatives of the British, French and United States Governments about control of travel from Germany and related subjects and explanatory telegram dated 11 January from Paris to Foreign Office repeated to Berlin as telegram No 1 (Saving).
2. Text and recommendations contained in Draft Agreement under reference seem to us to represent a considerable measure of achievement. Subject concerns more than one Government Department and we would be grateful for your views which we would concert with any other comments received and enable His Majesty's Government to confirm the Agreement.

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Mr Leishman - German Dept
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No. E 431/28/31

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Draft.
"Mr. Higham,
Colonial Office.

from J.G.S.B. cell

*Copy of Paris tel.
No. 16 Saving*

Copy to:

Mr. Dodds, Admty.

Mr. Robertson,
M.I. 5.

Mr. Marsden-Smedley,
C.O.G.A.

*Mr. Ashley Clarke,
Paris*

*Seen by Mr. Beelen
German Dept.
Refugee Dept. 7.1.
first*

*Dr. S. Beine
Jan 16*

Jewish D.P.s.)

OUTFILE

21 January, 1947.

Dear Higham,

You may be interested to have the following comments on Paris telegram No. 16 Saving, of January 11th, *(Copy attached)* giving the background to the provisional agreement reached *last week in Paris* between the French, the Americans and us on questions of exit from Germany.

You will recall that the Americans only agreed to attend last week's discussions at Paris on the understanding that the points regarding Jewish clandestine migration originally raised by the French were discussed within the framework of the general question of exit from Germany. Although therefore the main basis of discussion was the technical procedure for permitting the exit of persons and groups from the three western zones of Germany, we constantly had in mind the Jewish illegal immigration aspect of the matter and we would draw your attention to the following safeguards in that respect contained in the provisional agreement:-

(1) You will see from paragraph 3 of the attached Paris Saving telegram that "the principle was accepted that all persons leaving Germany must be in possession of a valid individual travel document and exit permit. *(There are to this rule which do not affect with certain exceptions)* This is an important principle for the control of Jewish illegal immigrants.

(2) Paragraph 6 points out that it is made obligatory for the individual to obtain a visa or/

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3148 Wt. 26469/137 100m 9/46 (51) F.&S.

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or governmental authority authorising his admission to his country of ultimate destination before applying for his exit permit. This rule, if properly applied, should prevent Jews being pushed across frontiers without proper papers.

(3) Paragraph 9. Section B.7 of the agreement reads as follows:-

[Insert]

The American delegation throughout insisted that, in view of the great importance of freeing the zones of Germany as soon as possible from the present burden of refugees and displaced persons (and in this they had the support of the French) each zone commander should be given the widest discretion in collecting and despatching groups of refugees for re-settlement abroad. While only too anxious to solve the refugee problem ourselves, we here had to take into account the unfortunate fact that the authorities of the American zone have shown no desire to control or document properly the departure of Jewish refugees. We spent a whole day in discussion of this matter in the drafting sub-committee; the safeguards we have secured were yielded with much reluctance by the American delegation.

(4) At the morning session of Friday, 10th January, the leader of the British delegation insisted that our views on the illegal movement of Jews should be heard. After I and Stocks, the intelligence representative from Germany, had made statements on this problem as seen by the British authorities, the French delegate proposed

the/

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43

(the drafting was done by the French)
the following resolution, which you may care
to have for reference:-

[Insert] B

(5) The existing French transit quota
of 8,000, under which the French Government
permit this number of Jewish refugees to
enter France pending verification of their
ultimate destination, is, as you know,
unwelcome to us and it is therefore satis-
factory that we were able to resist a French
suggestion that specific reference to it
should be made in the agreement. The
Embassy are at present negotiating with
the French Ministry of Foreign Affairs in
order to secure if possible a modification of
the French arrangement and they will be
reporting the results of their talks in due
course.

Yours Sincerely
(Sd) John Birch

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Insert A.

- (a) properly screened as refugees or displaced persons by the zonal authorities;
- (b) in possession of the documents prescribed in Section E;
- (c) proceeding under the authority of the Zone Commander.

Such notification will be accompanied by evidence that the Zone Commander has satisfied himself as to the authenticity of the pertinent visas including the visa of the country of ultimate destination. It is understood that the Zone Commanders will schedule movements so as to avoid extended in-transit delays.

Nominal roles will be submitted to C.T.B. if possible before the scheduled date of movement, otherwise as soon as possible.

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45

The U.S. Delegation, in the absence of military components or instructions on the premises, took note of the recommendation approved by the British and French Delegations, and offered to forward the text thereof to the Department of State for communication in its discretion to the U.S. Military Authorities.

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21st January, 1947.

(E. 431/26/31).

For Him, Amen,

You may be interested to have the following comments on Paris telegram No. 16 saying, of 11th January (copy attached) giving the background to the provisional agreement reached last week in Paris between the French, the Americans and us on questions of exit from Germany.

You will recall that the Americans only agreed to attend last week's discussions at Paris on the understanding that the points regarding Jewish clandestine migration originally raised by the French were discussed within the framework of the general question of exit from Germany. Although therefore the main basis of discussion was the technical procedure for permitting the exit of persons and groups from the three western zones of Germany, we constantly had in mind the Jewish illegal immigration aspect of the matter and we would draw your attention to the following safeguards in that respect contained in the provisional agreement:-

(1) You will see from paragraph 3 of the attached Paris leaving telegram that "the principle was accepted "that all persons leaving Germany must be in possession "of a valid individual travel document and exit permit". (There are certain exceptions to this rule which do not affect Jewish displaced persons). This is an important principle for the control of Jewish illegal immigrants.

(2) Paragraph 6 points out that it is made obligatory for the individual to obtain a visa or

governmental

J. E. Whigham, ASQ.,
Colonist office.

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governmental authority authorizing his admission to his country of ultimate destination before applying for his exit permit. This rule, if properly applied, should prevent Jews being pushed across frontiers without proper papers.

(3) Paragraph 9. Section 4.7 of the agreement reads as follows:-

Groups of refugees and displaced persons as defined in the Constitution of the International Refugee Organisation or who may be defined by subsequent agreement and non-German nationals who do not enjoy the protection of any government and who are resident in any of the three eastern zones of Germany provided that they are:-

- (a) properly screened as refugees or displaced persons by the zonal authorities;
- (b) in possession of the documents prescribed in Section 4;
- (c) proceeding under the authority of the Zone Commander.

Notification of the movement will be made by the Zone Commander concerned to U.S.S. not less than 15 days before the movement takes place.

Such notification will be accompanied by evidence that the Zone Commander has satisfied himself as to the authenticity of the pertinent visas including the visa of the country of ultimate destination. It is understood that the Zone Commanders will schedule movements so as to avoid extended in-transit delays.

Nominal rolls will be submitted to U.S.S. if possible before the scheduled date of movement, otherwise as soon as possible.

The United States delegation throughout insisted that, in view of the great importance of freeing the zones of Germany as soon as possible from the present burden of refugees and displaced persons (and in this they had the support of the French) each zone commander should be given

the/

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the the widest discretion in collecting and despatching groups of refugees for re-settlement abroad. While only too anxious to solve the refugee problem ourselves, we here had to take into account the unfortunate fact that the authorities of the United States zone have shown no desire to control or direct properly the departure of Jewish refugees. I spent a whole day in discussion of this matter in the drafting sub-committee; the safeguards we have secured were yielded with such reluctance by the United States delegation.

(4) At the morning session of Friday 10th January, the leader of the British delegation insisted that our views on the illegal movement of Jews should be heard. After I sat down, the intelligence representative from Germany, 1st, made statements on this problem as seen by the British authorities; the French delegate proposed the following resolution (the drafting was done by the French), which you may care to have for reference:-

RECOMMENDATION No. 1.

At a meeting, on 10th January, 1947, in Paris, the representatives of the three powers occupying the eastern zones recalled the quadripartite agreement preventing illegal entry into Germany and took note of statements concerning the measures which are being taken to check illegal migration of refugees from Western Europe through Germany. The meeting recommends that the competent authorities of the respective zones should further exchange views with the object of co-ordinating measures to ensure the enforcing of the prohibition of this illegal traffic.

The United States delegation, in the absence of military components or instructions on the premises, took note of the recommendation approved by the British and French delegations, and offered to forward the text thereof to the department of state for communication in its discretion to the United States military authorities.

(5)

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(5) The existing French transit quota of 8,000 under which the French Government permit this number of Jewish refugees to enter France pending verification of their ultimate destination, is, as you know, unwelcome to us and it is therefore satisfactory that we were able to resist a French suggestion that specific reference to it should be made in the agreement. The Embassy are at present negotiating with the French Ministry of Foreign Affairs in order to secure if possible a modification of the French arrangement and they will be reporting the results of their talks in due course.

Yours sincerely
(Sgd) John Beith

(J.C. . . with).

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E

E 597

17 JAN

PALESTINE

Registry
Number

E597/28/31

TELEGRAM FROM

Mr. Ashley Clarke
Paris.

Dated

25 Jan 1947

Received
in Registry

15 Jan 1947

17 Jan 1947

Illegal Immigration. Paris Conference.

Refer Paris 16 Jan 1947 (E431/28/31)

Immigration conversations with M. ROSQUET
on the French immigration quota for Jews.
He explained that the whole quota of
8,000 comprising 1,000 travelling individually
and 7,000 in groups was renewable. Given
further comments.

Last Paper.

(431)

References.

(Print.)

(How disposed of.)

H. Matheron. G.O.
Robertson. M. 1.5
Smith. Adm. 1.5
Nodds
Warden. Adm. 1.5
Crawford
Jan 27

(Action
completed.)

G.E. 1/19/47

Index

M. 1/19/47

Next Paper.

E784

32003 F.O.P.

(Minutes.)

I understand from the Embassy at Paris that we may expect a letter from them reporting on a further meeting between the Minister and M. Bousquet at which representatives of the French Ministry of the Interior were present. The latter were distinctly unco-operative and it looks as if, for the reasons stated in paragraph 5 within, we shall not get much change out of the French on this subject.

We must keep on pegging away but I suggest that the moment has come when we might write a letter to the Colonial Office on the under-secretarial level pointing out that all our efforts with European Governments, which are considerable, designed to prevent illegal sailings of Jewish immigrants are greatly weakened by the general knowledge that half the Palestine immigration quota is at present devoted to illegal Jewish immigrants who have arrived at Cyprus. The extension of this quota to the Cyprus illegal immigrants represents a clear condonation of the whole traffic and it is difficult to expect European Governments to take our representations as seriously as they should so long as 750 illegal immigrants per month are legally shepherded into Palestine after a short visit to Cyprus. *Small amount*

J. S. Beith

20th January, 1947.

(BEITH)

Since this Minute was written, I have seen Mr. Ashley Clarke and have altered the draft to take account of his report on recent discussions with the French Government about the French transit quota. Moreover, we have been informed that the "MERICA" left Sete in the South of France on January 18th with 647 Jews on board (E.744/48/G).

J. S. Beith

J. G. S. BEITH
24 Jan. 1947.

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~~Opt. Martin~~

~~B.O.~~

~~from M. Howe Feb. 12~~

~~Sir R. Howe's Comp's.~~

~~# Ashley Blake~~

~~Paris~~

~~Feb~~

~~# Woodch.~~

~~admitting~~

~~# Gladwick Mj.~~

~~M.I.S.~~

~~Feb. 13~~

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E

En Clair

CABINET DISTRIBUTION

FROM PARIS TO FOREIGN OFFICE

Mr. Ashley Clarke R. 3.00 p.m. 16th January 1947
No. 25 Saving

15th January 1947
Repeated to Berlin No. 2 Saving

My telegram No. 16 Saving paragraph-10.

I have now had some preliminary discussion with M. Bousquet, Director of the Administrative Affairs at the Ministry of Foreign Affairs, on the French immigration quota for Jews.

2. M. Bousquet explained that, contrary to our previous information, the whole quota of 8,000, comprising 1,000 Jews travelling individually, and 7,000 travelling in groups, was renewable. Authorisations to enter France had already been granted up to a total slightly exceeding the quota, although less than that number had so far made use of these authorisations. The French Government were definitely committed to the Jewish Emigration societies and could not go back on this.

3. Asked what safeguards in that case the French Government could offer against Jews entering France under that quota, leaving again illegally, M. Bousquet emphasised the difficulty of preventing the Jews leaving in small ships without visa formalities. While admitting

/ that

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4. We pressed that the French authorities should require from Jewish Emigration societies, before exit permits were granted, not only valid visas but also steamer tickets for countries of ultimate destination issued by regular shipping lines. French appear willing to consider this.

5. We are to meet again on Thursday 16th, when a representative of the Ministry of the Interior will also be present. M. Bousquet speaking in confidence, mentioned that the Socialist Government under M. Blum were not only disposed to give full weight to humanitarian considerations but were much better disposed towards Jewish emigrants from Eastern Europe than the Communists. As long as there was a Socialist Minister of the Interior it was to be expected that these persons would receive very benevolent treatment.

[illegible]

Registry
No. E 597/28/31

Top Secret.
Secret.
Confidential.
Restricted.
Open.

Leg. G. S. B.
Draft.
Mr. Martin,
Colonial Office.

R. G.
(From Mr. Howe)

NOTHING TO BE WRITTEN IN THIS MARGIN.

Rensid Awall
M. J. Benin
Jan 30

Copy to:

Mr. Ashley Clarke,
Paris.

Chadwick
M. 15.

Dodd. Awall
R. G.
30/1
1/3/2

43C OUT FILE

122 Feb
~~January~~ 1947.

16
53

Dear Martin,

You will be aware that the situation regarding embarkation of illegal Jewish immigrants at French and other Mediterranean ports is far from satisfactory. In spite of repeated representations by our Embassy in Paris, more than one shipload of Jews has sailed from French ports during the last two months (e.g. the "Yolla" and "Morice").

There are various reasons why we are not getting proper co-operation from the French authorities in preventing the transit of Jewish illegal immigrants through France. First, French left-wing politicians (and in particular the Socialists) are strongly biased in favour of the Jews. Secondly, the French Government committed themselves some time ago to allowing 8,000 Jewish refugees into France, on a revolving quota, as temporary transit travellers without proof of ultimate destination. Even so, the conference which the French Government called early this month has, I think, done something to reduce the ^{hitherto} uncontrolled flow of Jews into and through France. The results of that conference are described in Beith's letter to Higham of January 21st (E 431/28/31).

The Embassy at Paris are continuing to do what they can to keep the French Government up to the mark. They have been holding conversations with the French in an endeavour to persuade the latter to modify the present transit/

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transit quota of 8,000 for Jewish refugees. But while the Ministry of Foreign Affairs are doing their best to help, we are encountering obstruction from the French Ministry of the Interior. We shall continue to press this matter (and our hand will be strengthened by the recent departure of the Jewish illegal immigrant vessel "Marias") ^{but} the outlook at present is not very hopeful. Indeed, ^{you will see that we are not} ~~we are not~~ ^{so} very strong grounds in pressing the French ^{other} ~~(all)~~ European Governments to co-operate with us in preventing the transit of Jews leading to illegal immigration. ~~Moreover, I fear that as~~ long as it remains our policy to grant half the monthly quota of entry permits for Palestine to illegal immigrants who have reached Cyprus, it will be difficult to expect European Governments to take our representations on this subject as seriously as they should. They are likely to point out in reply to our representations that 750 illegal Jewish immigrants (recently the subject of strong protests to them) are being legally shepherd each month into Palestine.

We should in any case be grateful if you could let us have the earliest possible information regarding the arrival of illegal immigrants in Palestine waters (i.e. date of arrival of each vessel, number of passengers, port and date of departure, and, if possible, the alleged visa of destination).

Yours ever,

R. G. Howe
24.2.

(Sd.) R. G. HOWE

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24

(597/25/51) .

12th February, 1947.

Confidential.

Dear Martin,

You will be aware that the situation regarding embarkation of illegal Jewish immigrants at French and other Mediterranean ports is far from satisfactory. In spite of repeated representation by our Embassy in Paris, more than one shipload of Jews has sailed from French ports during the last two months (e.g. the "Yolla" and "Merica").

There are various reasons why we are not getting proper co-operation from the French authorities in preventing the transit of Jewish illegal immigrants through France. First, French left-wing politicians (and in particular the Socialists) are strongly biased in favour of the Jews. Secondly, the French Government committed themselves some time ago to allowing 8,000 Jewish refugees into France, on a revolving quota, as temporary transit travellers without proof of ultimate destination. Even so, the conference which the French Government called early this month has, I think, done something to reduce the hitherto uncontrolled flow of Jews into and through France. The results of that conference are described in Beith's letter to Higham of the 21st January (E 431/28/31).

The Embassy at Paris are continuing to do what they can to keep the French Government up to the mark. They have been holding conversations with the French in an endeavour to persuade the latter to modify the present transit quota of 8,000 for Jewish refugees. But while the Ministry of Foreign Affairs are doing their best to help, we are encountering obstruction from the French Ministry of the Interior. We shall continue to press this matter (and our hand will be strengthened

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CONFIDENTIAL

Colonial Office.

reference:-

FO 371/61750

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by the recent departure of the Jewish illegal immigrant vessel "Arria", but the outlook at present is not very hopeful. Indeed, you will see that we are not on very strong ground in pressing the French (and other European Governments) to co-operate with us in preventing the transit of Jews leading to illegal immigration. As long as it remains our policy to grant half the monthly quota of entry permits for Palestine to illegal immigrants who have reached Cyprus, it will be difficult to expect European Governments to take our representations on this subject as seriously as they should. They are likely to point out in reply to our representations that 750 illegal Jewish immigrants (recently the subject of strong protests to them) are being legally shepherded each month into Palestine.

We should in any case be grateful if you could let us have the earliest possible information regarding the arrival of illegal immigrants in Palestine waters (i.e. date of arrival of each vessel, number of passengers, port and date of departure, and, if possible, the alleged point of destination).

Yours ever,

(Sgd) W. S. Howe.

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Mr. Beith

Do you want this
entered from the
Palestine point of view
please? The reference
had not been received
in the office.

Ch.
23/1

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JHH

2m COGA (G 1(e))

G 13/49

E 784

21 JAN

21st January, 1947.

Copy for

Mr. Beith

Dear

I expect you will have seen copy of the telegram (CCLB/G/1070) of the 16th January, 1947, about alleged delays in permits to re-enter Germany, sent to you by Mr. Marsden-Smedley on a specific point raised by Lord Marley with the Chancellor. This concerns a plan of which we have no official cognizance in London said to have been made by the World O.R.T. Union with the Swedish Government for the training in Sweden of certain D.P. technicians with a view to their returning to Germany as instructors.

I know you have well in mind the necessity of ensuring that persons leaving Germany under schemes sponsored by foreign governments do not, in fact, make a temporary sojourn in the country to which you send them and then take ship for Palestine. We know that it is difficult for you to do more than satisfy yourself that the application when lodged with you is genuine and that the visa for the country of ultimate destination is valid. In this particular case, however, should you have it before you, it seems to us that a safeguard might be to refuse exit permits to a second batch of trainees until the first batch have returned, as promised, to Germany.

This is only a suggestion designed to draw your attention to the importance of keeping an eye on this sort of scheme.

I am sending a copy of this letter to Mr. Beith, Foreign Office.

Yours ever,

A. Tattenbaum Esq.
 Entries & Exit Branch,
 I.A. & C. Division,
 H.Q. Control Commission for Germany (BE), BERLIN, B.O.R.

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174

E

1947

PALESTINE

E 787
27 JAN

Registry Number } E787/25/31.

FROM

No.

Dated

Received in Registry

4.0.
Minute
For G. Adde.
24 Dec 1946
25 Jan 1947

Illegal Immigration, (Paris Conference)
Refer Paris Ed 686 (E12339/4656/31. Transmitting agenda submitted for the Paris Conference. re Jewish Exclusion etc, Requesting that as agenda contains number of items closely concerning Refugee Dept a member of Refugee Dept should be present at Conference.

Last Paper.

5097 784

(Minutes.)

Refugee Dept. ^{22/1}

10 Jan 23

References.

(Print.)

(How disposed of.)

(Action completed.)

(Index)

687/28/1

7/6/48

Next Paper.

E 848

32003 F.O.P

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E-731

Refugee Department.

I see from Paris telegram No. 686 of December 19th that the agenda of the meeting to take place in Paris on January 2 (?) about the Jewish Exodus, etc., contains a number of items which very closely concern the Refugee Department. I doubt whether the Eastern Department will be qualified to deal with all these items, and I think it is for consideration whether a member of the Refugee Department ought to go to Paris, at any rate as an Adviser, and with a watching brief.

2. As you know, I have long felt that the liaison between the Refugee Department and the political departments of the Foreign Office has not been sufficiently close. This has not been the fault of the Refugee Department, and there has been a considerable improvement in the last six months, but the situation still seems to me unsatisfactory.

3. There have, moreover, been two occasions when the Refugee Department's point of view has gone by default in Paris - the first, when the Final Act of the Reparations Conference was drawn up, and the second, when Article 38 of the Italian Peace Treaty was adopted. I am very anxious that this should not happen during the impending conference on the Jewish Exodus.

4. Incidentally, I understand that Mr. Warren is to be the U.S. representative, and it is important that the Eastern Department should know all about him, and ~~be~~ be in a position to deal with him effectively. Only the Refugee Department can advise them on this point.

5. Would you therefore look into the question urgently, in consultation with the Eastern Department, and consider whether a member of your Department ought to attend the Conference?

g.r.

24th December, 1946.

Mr. Edmonds has spoken to Sir G. Rendel about this and minuted further on Sir G. Rendel's minute of Jan 5.

E. B. B. B. B.

6.1.

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Minutes.

61

E

Sir George Rendel

Paris talks on illegal Jewish entry into France.

I think Mr. Edmonds told you last night that he did not think we were the leading experts on this matter, and that, in spite of the American desire to drag technical travel control questions into the discussion, and two points on the French Agenda mentioning displaced persons, we had better not send a representative of this Department to Paris, taking into consideration our temporary shortage of staff here and pressure of more particularly Refugee Department questions. But we are keeping in close touch with the Eastern Department and are asking Beith, when he gets to Paris, to let us know by telephone if any points arise over which we can be of use. (He is in any case taking with him a brief explaining our departmental interest in the question of Jewish illegal immigration.)

The travel and displaced persons experts from Berlin have now arrived in London for a preliminary talk with Eastern Department and are meeting on Sunday next at the Foreign Office at 11.0 a.m. (no other day being possible). The meeting will be informal, and I propose to attend to keep an eye on Refugee Department interests, but Eastern Department would be glad to have a more formal discussion if you would care to attend and take the chair.

Mr. Beith thinks the talk will only cover the technical aspects of travel control with a view to preventing uncoordinated movements of Jews between the Zones and into France, and I think it will be quite sufficient if I am there to see how the whole thing is developing. But Mr. Edmonds thought it worth while pressing on to you Eastern Department's suggestion.

Perhaps Miss Best could give me a telephone call, if you would care to be there, so that I can inform Beith.

E. B. Boothby

(E. B. Boothby)

2nd January, 1947.

[Handwritten signature]

In the circ. I agree, & I do not think I need take the meeting. But I want to be sure that the other non-Jewish experts/

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6/A

aspects of the 3 yr. are not lost
 sight of - Part. E.g. we must
 not agree to anything which
 would make it more difficult
 to secure international help
 for genuine non-Jewish refugees
 from the totalitarian regimes
 - e.g. Yugoslavia.

We have been told very
 badly let down - Part
 one by the Reparations Committee.
 (article 8 of the R. & A. Act) &
 one by the Council of Europe
 Committee (article 38 of the
 Italian Treaty). We must be
 sure that this sort of thing
 does not happen again.

GR. R.
 3.1.46.

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Minutes.

E b2

Mr. Boothby

The new agenda make the whole thing of even less interest to us than before.

Item 2 is limited to Germany and in any case that is Eastern Department.

We might come into 5 but there again only local travel seems to be in mind.

C.J. EDMONDS.

3rd January, 1947.

I had exactly this impression when I marked it. If Sunday's meeting confirms it, we can remain in London on the 7th with a quiet conscience, subject to telephone calls from Paris.

E.B. BOOTHBY.

4th January, 1947.

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Minutes.

63

Refugee Department.

The Minister of State has sent me his copy of Paris telegram No. 6 of January 2nd about the impending conference in Paris, and has drawn my special attention to paragraph 4 of the draft agenda, and asked for my comments on it. I attach a copy of the minute which I have sent in to him in reply.

I shall be grateful if you will look carefully into this question, in consultation with the Eastern Department (to which I am sending a copy of this minute), and make sure that there is no risk of any misunderstanding over the question of these definitions.

As you know, I am a little uneasy about this conference in view of the fact that we have ~~already~~ found ourselves in serious difficulties as a result of conferences in Paris dealing with refugee points without taking sufficient account of the Refugee Department's point of view. (I am thinking particularly of Article 8 of the Final Act of the Paris Reparations Conference, and of Article 38 of the Italian Peace Treaty - both of which have lead to an infinity of trouble, owing to the people in Paris not appreciating the refugee aspects of the questions involved).

I shall be grateful if you will let me know in due course whether you are satisfied that there is really no risk of anything going wrong on the present occasion.

g.m.r.

5th January, 1947.

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Copy for Refugee Department.

Minister of State.

/Paris Tel No. 8.
2nd January.

The Paris Conference, for which this is the draft agenda, is, I understand, being managed by the Eastern and German Departments, and will deal primarily with the question of visas and exit and entry regulations with a view to trying to check the passage westwards and southwards of Jews from Eastern Europe attempting to immigrate illegally into Palestine.

The Refugee Department have been fully consulted at every stage, but do not consider that there is likely to be sufficient discussion of any purely refugee questions to justify them in sending a representative to attend it. They have, I understand, fully briefed the Eastern Department on the refugee aspect of the matter.

I am, however, drawing their special attention to point 4 of this agenda, in order that steps may be taken to make sure that any definition of "distressed persons", as distinct from refugees, does not conflict with the definition of refugees adopted in the I.R.O. Constitution.

In all the circumstances, I think that, unless it turns out in the course of the discussions between the Refugee Department and the Eastern Department that some point specially interesting to the Refugee Department, is, after all, likely to come up at this conference, we can let the present arrangement stand.

G.M. WINDLE.

5th January 1947.

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65
Mr. Rothberg,

You might add
a brief note on
Lundberg's Conference.
I think the preceding
showed that we are
even less needed
than appeared at
first.

Division 7

There is now a further
minute to Sir George
Dendel. This can be
put with when it
comes down for entry
and all resubmitted together.
E.B. Rothberg 7/11

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Minutes.

E

66

Sir George Rendel's minute of January 5th attached about the Paris discussions on Jewish illegal immigration.

Paragraph 4 of the proposed agenda contained in Paris telegram No. 6 was fully discussed in a meeting which I attended at the Foreign Office yesterday at which Mr. Ashley Clarke presided. Travel control and security representatives from the occupied Zones of Germany and Austria were present.

There was general agreement that the term "distressed persons" in this connection had nothing to do with any internationally agreed definitions at present existing, but merely to the categories of people (Germans as well as others) to be allowed access to other countries on compassionate grounds.

The Home Office 'distressed relative scheme' is the case in point as far as concerns the U.K. But other countries also have plans for allowing families of whom one member or other is in distress to reunite without the usual visa or quota formalities.

Each case is examined on its merits and the test or tests applied are subject to revision from time to time.

I should add that the rest of the discussion was largely technical and confirmed my view that it would be a waste of time to send a representative of this department to Paris. Mr. Beith (Eastern Department) promised to consult us in the course of the negotiations if any points arose which seemed to concern us. As General Robertson has flatly forbidden his representatives to decide any point without reference to him, there does not seem to be much danger of anything going by default.

See/

Nothing to be Written in this Margin.

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Minutes.

See also "Mr. Edmonds' minute on Paris telegram
No. 5.

E. B. ~~Edmonds~~
6th January, 1947.

Mr. Edmonds (who is absent) agreed
to the above minute. ~~488~~ 7/1

Many thanks.
I think this should be all right.
But the minutes of State may
like to see. C. B. T. Redd.
9.1.47.

Ex. P. 1000 Redd

M/S. On return on Jan 15.

T. L. L. L.
Ex. P. 1000 Redd

Jan 17

18/1

Nothing to be Written in this Margin.

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1947	E	68
	PALESTINE	E 848 27 JAN

Registry Number } E848/28/31.
FROM Ask by Clarke
No. Paris.
Dated 74/19/47.
Received } to M. Reich.
in Registry } 18 Jan 1947.
27 Jan 1947.

Illegal Immigration. Paris Conference.
Refer Paris AT 25 (Savign) (597/28/31)
Discusses further meeting with M. BOSSUET, and
Rep from Mly of Interior. In which Rep declared
that he had no authority from his Ministry even
to discuss the suggestion put forward by M.
BOSSUET at last meeting that illegal immigrants
should be deducted from the quota for maintaining
that the quota was a matter which concerned the
French Government alone.

Last Paper.

787

References.

(Print.)

(How disposed of.)

Copy to High Com
60
under draft
of E1616/48/9
Feb 24
& Chadwick M.R.S.
March 5

(Action completed.)

7/8/48/2.

(Index.)

7/8/48/2.

Next Paper.

E1200

(Minutes.)

See E843 /48/10 & minute

15 Jan 28

See letter to CO. attached &
E1616/10 15 Feb. 24

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(74/19/47)

British Embassy,

27 JAN Paris

18th January 1947.

My telegram No. 25 Saving.

Millard and I have now had a further meeting with Monsieur Bousquet; a representative of the Ministry of the Interior was also present.

2. The meeting was most unsatisfactory and the French went back on their previous position. The representative of the Ministry of the Interior declared that he had no authority from his Minister even to discuss the suggestion put forward by Monsieur Bousquet at our last meeting, that illegal immigrants should be deducted from the quota. He maintained that the quota was a matter which concerned the French government alone. He could not even undertake to verify visas by reference to the representatives of the countries of ultimate destination. Such a procedure would be administratively impossible since it would mean that Jews would apply for exit permits individually, instead of in groups as at present, and would present their applications to the Prefet in many different Departments. It would be impossible to verify the visas of every applicant. He alleged that most of the so-called forged visas really emanated from the representatives of the countries concerned but were subsequently repudiated when enquiries were made. This had he said been the case as regards the Ethiopian visas held by the San Dimitrio's passengers. In any case the majority of Jews who passed through France left for legal destinations.

3. We disputed his arguments, pointing out that the French quota system in effect involved a breach in the safeguards laid down in the draft Agreement just negotiated in Paris. The question was, therefore, not one which concerned the French government alone, but one in which we, as mandatory power in Palestine, had a right to interest ourselves. In view of the attitude of the Ministry of the Interior representative, however, Monsieur Bousquet withdrew his original suggestion. He proposed instead that the Ministry for Foreign Affairs should address to us a note pointing out that clandestine immigration of Jews into France had practically ceased in recent weeks. It would then go on to say that while the French government had made an arrangement with the Jews to admit a quota of 8,000 without visas for countries of ultimate destination, these persons would require exit permits to leave France again, and that exit permits would only be granted on production of visas for such countries. If, after a period of three months His Majesty's Government continued to find that illegal immigrants are still arriving in Palestine after passing through France, the French government would be prepared to review their policy in regard to the quota.

4. The proposed note would apparently leave out any reference to the need for a check on the authenticity of the visas for countries of ultimate destination.

J.G.S. Beith, Esq.,

5./

Foreign Office,

LONDON, S.W.1.

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6. I said that I had greatly preferred M. Bousquet's original proposal though even that had been received by you with some disappointment. It seemed best at this stage to adjourn the discussions until the new French Government had taken office. The unwillingness of the French Government to meet us on the question of the quota made it necessary for us to reconsider the whole position. I undertook however to reflect on M. Bousquet's new proposal.

8. Since it is after all entirely within the rights of the French Government to welcome on their territory refugees who have committed no specific crime, our representations can only be based on

- This being so, we should be unwise to press the French Government to the point of making them disinclined to ratify the tripartite agreement. I suggest therefore that when we return to the charge in, say, two weeks' time we should endeavour to secure that the French Government will warn the Jewish agencies of the possible consequences to themselves of non-compliance with French regulations and that the Ministry of the Interior should expressly undertake to furnish effective co-operation.

Wms in
John Cook
(or Abby Clarke)

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1947

PALESTINE

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Registry
Number

FROM

No.

Dated

Received
in Registry)

Last Paper.

848

References.

(Print.)

(How disposed of.)

(Action completed.)

(Index)

Next Paper.

2009

Alleged Immigration, Paris Deck.

Control Office to Vienna. Concerning
the effect of its draft Agreement implied
in Paris on Jan 11. Inferior, Control of
illegal movement across Austria seems most
important point of Paris Agreement.

(Minutes.)

B. Ech. A.

9a P.P. Vienna til PSK 15 6/2

13 Feb. 14

In P.P. Control Office to Vienna A/468 11/2

13 Feb. 18

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OUTWARD TELEGRAM

(This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on)

Cypher (Paraphrasing unnecessary)

FROM CONTROL OFFICE TO VIENNA

ACABE 385

5th February 1947

Repeated · VIENNA (BRITISH TROOPS-AUSTRIA)

D. 7.05 pm 5th February 1947

E 1200

SECRET

MOST IMMEDIATE

Your telegram EBACA 557 of 3rd February (Travel Policy) concerning the effect of the Draft Agreement initialled by Governments represented at Paris on 11th January 1947 and the Internal Affairs Resolution on Passports and Visas of 15th January 1947.

1. We note the decision taken by the Commander-in-Chief and agree that the stipulation in paragraph 3 of your telegram No. SEC/579 should be inserted in the resolution.
2. With this addition which seems to us adequately to cover the spirit of B.7 of the Paris Agreement we are prepared to agree that the Internal Affairs Resolution should be accepted.
3. As far as Austria is concerned the control of illegal movement across Austria seems to us to be the most important point of the Paris Agreement. If this is safeguarded we do not understand the fears you express in paragraph 4. You already control movement of persons now in Austria by means of the exit permit procedure. In the period before the withdrawal of the Occupation Authorities we suggest that you should endeavour to train the Austrians to ensure that when these Authorities have gone they continue to carry out the

/safeguards.....

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- 2 -

safeguards against illicit travel in the spirit of the Paris Agreement.

4. You should discuss Recommendation 3 of the draft Agreement under reference in all its implications with the French and Americans as soon as possible.

5. The above has been agreed with the Foreign Office.

Originator: Mr Marsden Smedley, Cen Sec
(CS 6/34)

Distribution: Standard ACABE/EBACA

Foreign Office: Mr Patrick Dean
Mr Leishman
Mr J. Beith
Mr Cullis

Colonial Office: Mr Mathieson

A/468
26

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INWARD TELEGRAM

reINDEXED 73

(This telegram is of particular secrecy and should be retained by the authorised recipient and not passed on)

Cypher (Paraphrasing unnecessary)

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FROM VIENNA TO CONTROL OFFICE

PSK 15

6th February 1947

1200 / 28 / 31

SECRET

IMMEDIATE

Repeated VIENNA (British Troops Austria) 12.3.45 pm 6th February 1947

R. 12.20 pm 7th February 1947

Your ACABE 385 5 Feb.

1. The assumption that the internal affairs resolution with or without the stipulation in para 3 of our SEC 579 is consonant with the spirit of B 7 of the Paris Agreement cannot be sustained. The resolution abandons controls in general and amongst them exit permit procedure without which B 7 cannot be applied.
2. Moreover as pointed out in our Sec 579 of 26 Jan para 4 the additional clause may facilitate the movement of Jews since it enables the Russians to clear travellers from, for example, Hungary for transit through Austria without reference to us.
3. Discussion with the Americans indicates that they would not accept our proposed stipulation, it being contrary to the spirit of the resolution. We can see no satisfactory way of amending the resolution to secure the general relaxation aimed at while safeguarding Commander in Chief's control of our frontier.
4. We are therefore at once tabling an amended resolution granting to the Austrians the right to issue to their own nationals only passports and visas without reference under reservations similar to those contained in the original draft.
5. This represents a considerable advance in the emancipation.

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Action: Mr Marsden Smedley, Gen Sec
(CS 6/34)

Distribution: Standard ACABE/EBACA

Foreign Office: Mr Patrick Dean
Mr Leishman
Mr J. Beith
Mr Cullis

Colonial Office: Mr Mathieson

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OUTWARD TELEGRAM

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(Cypher (Paraphrasing unnecessary)

FROM CONTROL OFFICE TO VIENNA

A/468

11th February 1947

Repeated: VIENNA (British Troops Austria) D

1200 28 31

14 FEB 1947

SECRET

IMPORTANT

11th February 1947

Your telegram PSK 15 of 6th February concerning the effect of the draft agreement initialled by Governments represented at Paris on the 11th January and the Internal Affairs resolution on passports and visas of 15th January.

We were concerned in our telegram under reference not to delay transfer of responsibility to the Austrians. We regard this transfer as urgent. We agree however in the circumstances set out in your pars 1 and 2 that a new resolution safeguarding the Commander-in-Chief's control of the frontiers and limiting the granting of passports etc. to Austrian nationals would be desirable and that you should table the resolution as proposed in your paragraph 4.

Originator: Mr Marsden-Smedley Cent Sec

Distribution: Standard ACABE/EBACA

Foreign Office: Mr Patrick Dean
Mr Leishman
Mr J Beith
Mr Cullis

Colonial Office: Mr Mathieson

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E 2009

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1947

PALESTINE

7 MARK

Registry
Number

FROM

No.

Dated

Received
in Registry

E2009/28/31.
I. M. Martin
Colonial Office
5/11/47
76221/41/47
7/11/47
7/11/47

Illegal Immigration

Re: H. V. letter (E 597/28/31) of Feb 12.

Encloses Illegal Immigration of Jews into
Palestine. Enclosed note on Illegal Immigration
proposals in the next few months prepared
by Colonial Office and A.P. 15.

Last Paper.

(Minutes.)

1200

References.

843/48/5
1616/48/5

(Print.)

(How disposed of.)

Paragraphs 3 and 4 of Mr. Martin's letter represent about the best reply that can be made to the penultimate paragraph of Sir R. Howe's letter of February 12th on E 597. They provide some ammunition for the instructions to the Embassy at Paris which I am preparing on another paper, in particular the argument that the pressure of illegal immigration discriminates against those Jews who are waiting to enter Palestine legally.

As regards paragraph 5, this suggestion will also be met by the despatch of instructions to Paris which will shortly be submitted. I have given the draft to Mr. Higham of the Colonial Office, who is in process of adding to it on the lines of the attached note. The idea is that H.M. Ambassador should raise the matter on a high level with the Acting Minister for Foreign Affairs, invoking the spirit of the treaty which we have just concluded with the French. In order to clear the decks for this action, I have advised the Embassy at Paris for some time to avoid the low-level routine representations which they were making on the arrival of each separate ship, and which were clearly achieving no results.

The question of invoking the International Safety at Sea Convention has been dealt with by the Legal Advisers on another paper and we are letting the Colonial Office have our views.

I might add that of the vessels mentioned in the enclosure to this Colonial Office letter, three have already had their Panamanian registry removed by the Chargé d'Affaires in London and three others have been made the subject of representations to the Chargé d'Affaires, with a view to the removal of their registry. This is rather an encouraging development.

(Action
completed.)

(Index.)

7/11/47

7/11/47

Next Paper.

Mr Beeth
H. 13.11/3

J. G. S. Beith

32003 F.O.P

(J. G. S. Beith)
10th March, 1947.

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76021/46A/47.

Secret.

E 2009

3rd March, 1947.

My dear Howe,

Thank you for your letter E.597/28/31 of the 12th of February about illegal immigration. It is of course a great disappointment to the Palestine Government that the repeated representations made to foreign governments, and in particular to the French, have not produced more tangible results. They do, however, realise the difficulties with which H.M. representatives abroad have to contend, particularly as it seems doubtful whether our protests have any very firm basis in law. Both the Palestine Government and ourselves are most grateful to H.M. representatives for their untiring efforts and zeal in returning to the charge time after time.

In your final paragraph you asked that the earliest possible information about the arrival of illegal immigrant vessels in Palestine waters should be sent. We have passed on your request to Palestine and asked them to send any particulars, photographs, etc., direct to Paris (or other diplomatic posts) so that no time shall be lost in lodging a protest backed by the most circumstantial evidence available. I fear, however, that in the great majority of cases both passengers and crew destroy all documentary evidence.

3 We quite realise that European Governments, in reply to our representations, may remark on the fact that 750 illegal Jewish immigrants, recently the subject of strong protests to them, are being legally shepherded each month into Palestine. I think, however, that we have perfectly good replies to this. It is only with the greatest reluctance that we accept these immigrants who have been dumped on our doorstep and because, in most cases, we have no other means of disposing of them. The Cyprus camps are merely places of temporary detention which, for convenience, we have established outside Palestine. There is a limit to the numbers that it is practicable to guard in these camps. We deplore the necessity of devoting so large

/a

Sir Robert Howe, K.C.M.G.

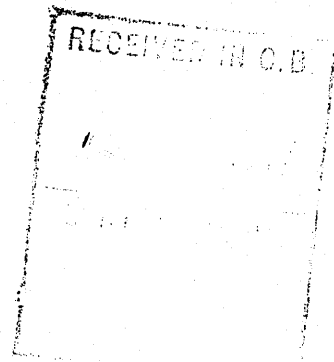
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a proportion of the monthly quota to the admission of illegal immigrants, and we have never attempted to conceal that the decision bears hardly on those Jews who are content to wait for legal admission.

4 If the foreign governments concerned had been more active in preventing these ships leaving their shores, H.M.G. would not have been faced with this dilemma; and there can be no comparison of the administrative difficulties resulting for the Palestine Government with those which would be caused to our foreign friends by the adoption of a more co-operative attitude.

5 I enclose for your information a note on illegal immigration prospects in the next few months prepared by the Colonial Office after consultation with M.I.5. You will see that a large number of ships are either at Marseilles or en route for Marseilles. Higham wrote to Beith on the 14th of February supporting the view that the main hope of further progress with the French was a "high level" approach: we hope in view of the further evidence that this matter may be taken up most strongly as soon as further information is received from Palestine.

6 We shall also be glad to know whether there is any likelihood of successful action being taken with the French and other Governments on the basis of the International Safety at Sea Convention, in cases where it can be proved that the accepted standards of sea-worthiness and life-saving equipment are not be observed.

Yours sincerely,
J. M. Jackson

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Note on Illegal Immigration.

It is assumed that the Zionist organisations will endeavour to bring as many Jews as possible to Palestine legally or illegally during the period before the meeting of U.N.O.

It is known that of the large number of suspect ships, fourteen are ready to sail at short notice with a total capacity of 15,000 illegal immigrants. A list is attached. The number of Jews waiting at convenient points for shipment to Palestine is reckoned to be:

Italy	---	20,000
France	---	8,000
Belgium	---	3,000
Sweden	---	1,000

Even if the immigration quota were to be raised substantially it is considered that at least these fourteen ships with their load of 15,000 Jews will sail illegally at some time during the period. If, on the other hand, there is no increase in the quota, a much greater effort on the part of the illegal organisation must be expected. The figure of 18,000 reached in the peak period of May-December, 1946, can probably be far exceeded. A target figure might be 40,000, of which 30,000 might actually be achieved. The heavy cost involved by such large numbers would undoubtedly cause difficulties but if illegal immigration were given first call on all Zionist financial resources the necessary funds could probably be raised.

A severe strain will in any event be put on the accommodation available for 20,000 persons in Cyprus, where there are already 19,000 illegal immigrants, and very severe over-crowding may result. Moreover, since the lift available for the journey Haifa - Cyprus is only for 2,000 persons at a time, if two or more ships arrive off the coast of Palestine simultaneously, it may well be necessary temporarily to land a proportion of the illegal immigrants in Palestine before deportation and so give rise to riots and terrorist outrages.

/Finally

*surely
the figure
is 9,000
H13.*

Reference:-	
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END

<u>Ship</u>	<u>Location</u>	<u>Capacity.</u>
<i>arrived</i> HULUA	At sea en route to Palestine.	1,000
GUARDIAN	Marseilles	1,500
YILDERAN	Sailed from Marseilles to Rhodes 14/15 Feb.	600
ARCHANGELOS	Marseilles	650
<i>Panama registry removed on the way</i> SAN FILIPO	Marseilles	800
ABRIL	Marseilles	? 1,000
ATMAH	Antwerp	300
<i>Panama registry removed</i> SAN BASILIO	En route to Marseilles	800
SAN EUSIBIO	En Route to Marseilles	800
MARVINE	Marseilles	? 600
* SAN SPYRIDON	Stockholm	800
LUCIA	Genoa	This vessel is 6,250 tons and her capacity is unknown but presumably she could carry 6,000.
* SHOREHAM }	Cardiff	
* LOWESTOFT }		
KALAMARA	Piraeus	? 600

In addition to the above there are numerous small craft such as the PIETRO, IDEROS, MARIU, etc. in Italian and Greek ports, each capable of carrying between 200 and 300 illegal immigrants, which could also be employed.

object of representations to Panamanian C.A.T. in London for removal of registry.

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